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ANNUAL REPORT
OF THE
ADMINISTRATIVE SERVICES
DEPARTMENT
FOR THE
YEAR ENDING DECEMBER 31, 1956.

Boston, January 3, 1957.

HON. JOHN B. HYNES,
Mayor of Boston.

DEAR SIR:

We are pleased to submit herewith the Third Annual Report of the Administrative Services Department for the year commencing January 1, 1956, and ended December 31, 1956, concerning the activities of all divisions and units involved, together with comments and observations made with reference to various studies and policies initiated by the Board in connection with the operation and management of various other city departments.

ADMINISTRATIVE SERVICES BOARD

Through the enactment of Chapter 3, Sections 1 to 8 inclusive, of the Ordinances of 1956, two additional members were added to the Administrative Services Board, namely, John G. Pickett, Supervisor of Budgets,

a newly created position within the Administrative Services Department, and John J. Chapman, the Assessor of Taxes.

Under date of March 1, Mr. Charles J. Fox retired from the city service and a new Director and Chairman of the Board was appointed by you on April 16, namely, John A. Breen.

Under date of April 17, John A. Sullivan retired from the service and a new Supervisor of Personnel was appointed by you, namely, Duncan T. Foley.

We would like to take this opportunity to pay a brief tribute to the former Chairman, Mr. Fox, and to the former Supervisor of Personnel, Mr. Sullivan, both of whom devoted many years of unselfish service to the city government and whose friendly, argumentative deliberations were sadly missed at Board meetings during the latter part of the year. We have the profoundest respect for the sincerity, honesty, and capabilities of these two gentlemen and regret that the city's loss could not have been postponed until some later date. However, we were fortunate in securing the services of two other gentlemen, John A. Breen and Duncan T. Foley, who filled the places vacated by Mr. Fox and Mr. Sullivan. They have both demonstrated their abilities to handle the most complex problems, and we feel that the city will not only profit by their continued service but will gain a vast knowledge of administrative know-how from experience gleaned by them in the diversified fields of endeavor in which they were engaged prior to their appointments to the city service. The other two new members of the Board, Mr. Pickett and Mr. Chapman, are both career men in the city service and they also will contribute considerably to the filling of the vacuum caused by the retirement of the two other career men to whom reference is made above. Their respective experiences in budgeting and assessing administration have given us that balance which is so necessary for the proper functioning of a Board of this character.

In accordance with Chapter 3A, Section 2, of the Ordinances of 1953, several studies, proposals, and recommendations were made with respect to the organization, activities, policies, and procedures of various departments, with improved efficiency in operation at a lower cost, wherever possible, being the main theme of our deliberations and discussions. With a change in Board personnel on three separate occasions during the year, it is natural to assume that Board policy had also changed to some extent, but this was not the case. Board policy remained the same as previously but, with the addition of two new members to the Board, more studies were initiated and an opportunity was afforded to secure a broader view of municipal problems.

A most important phase of last year's operations was the inauguration, for the first time in Boston's history, of a Conference on Municipal Administration, to which reference is made later on in this report. This was the opening chapter of a series of similar conferences in the years ahead, which should stimulate and increase employee interest in the administrative affairs of our city government. Another important phase of operations, as a result of inequities found in the system now used in the evaluation of real estate by the Assessing Department, was the initiation of an Equalization Survey, to which reference is also made later on in this report.

Submitted herewith are the dates upon which Board meetings were held during 1956:

January 26
May 24
June 21
July 19

September 27
October 16
November 1
December 6

It will be noted that no meetings were held during the period from January 26 to May 24, but this was due to the fact that two of the previous members were preparing for retirement, and, after their retirement, a

reorganization of the Board was in process. This does not signify, however, that operations were brought to a standstill. During this period several informal meetings were held, with the Secretary designated as Acting Chairman until March 1, and the City Auditor designated as Acting Chairman until April 17. These informal meetings were not recorded in the official minutes as they concerned matters of an administrative nature which required immediate attention and would not be classified as matters requiring full Board consideration.

Studies and projects initiated by the Board during 1956 were varied in character but were all aimed at smoother efficiency in municipal operations, wherever possible, with a view to streamlining procedures and modernizing obsolete methods of management. Listed herewith are several of the major studies inaugurated by the Board, together with comments regarding their importance and progress made.

Revision in City's Classification and Compensation Plan. After several discussions during the latter part of 1955, the Board agreed, in the early part of 1956, to recommend the elimination of the longevity feature in the Classification and Compensation Plan, whereby maximum salaries were reached after the tenth and twentieth years, and substitute therefor a five-step increase schedule, with final increases becoming effective at the beginning of the eighth and twelfth years. Your approval of this measure was heartily endorsed by city employees in general and created an incentive for those with less than eight, or between twelve and twenty, years of service, to perform their duties with more enthusiasm and greater efficiency. Absenteeism in these categories has diminished considerably, which naturally has set a good example for new employees entering the service of the city. We believe this was a timely and progressive move, the cost of which is being offset by a lessening of absenteeism and greater employee interest in daily duties.

Establishment of Office Machine Repair Unit. Due to the rising costs in office machine repairs, typewriters particularly, it was the consensus of the Board, at the suggestion of Mr. Fox, the previous Director, that we should consider the advisability of establishing our own repair unit, and this was accomplished the first part of the year. This is the first year of the unit's operation, and the results to date have been most satisfactory. A more detailed statement covering this activity is submitted later on in this report.

Library Department Survey. With the cooperation of the Mayor's Citizens Committee and the Boston Planning Board, surveys were conducted during the year 1955 to modernize our library operations, with a view to eliminating obsolete facilities, wherever feasible, and to substitute therefor other facilities at a lower cost, without disrupting service to the public. We are happy to announce that, as a result of the combined efforts of the Mayor's Citizens Committee, the Boston Planning Board, the Director of the Boston Public Library, and the Administrative Services Board, definite action was taken during the year 1956 on the recommendations forwarded to you in the early part of the year. Four branch libraries were closed, including the Tyler Street Branch in Boston Proper, the Orient Heights Branch in East Boston, the Phillips Brooks Branch in Hyde Park, and the Neponset Branch in Dorchester. At the present time a new branch library is under construction in South Boston, which should be opened for business during the summer months. Plans are under way at the present time for the erection of another branch library in one of the following areas, namely, Roslindale Square, Dudley Street, or Grove Hall. Another bookmobile was acquired on a rental basis to substitute partial service in those areas where branch libraries were eliminated, and this plan has worked out so well that the Library Department is now in the process of purchasing this bookmobile outright. The Printing Section of the Library Depart-

ment has been discontinued and its equipment and employees transferred to the Printing Plant. We feel that the surveys and studies conducted with regard to Library Department operations were not only worth while but have opened our eyes to similar conditions that might possibly exist in other departments of our city government. The Director of the Library, Mr. Lord, has been most cooperative in effecting many of the recommendations as set forth in the Board report, and during the course of the current year we feel that he can be relied upon to place into effect other recommendations that require immediate attention.

City Hospital Administration. Several discussions were held during the year on the hospital situation, with the Chairman sitting in with Dr. Conlin and the Trustees on several occasions and reporting back to the Board. We are fully aware that we are in dire need of a program designed to improve the physical plant and certain administrative procedures, and we have been making recommendations along these lines with a view to placing the hospital on a better footing and making for better public relations. Several recommendations initiated by the Board are set forth herewith:

1. A reappraisal of the place of the hospital in the total hospital picture of the community, development of a policy as to the scope of the service to be rendered in the institution, and a projection as to the space and equipment requirements to support these services in the foreseeable future.

2. A determination as to which structures have sufficient remaining life of economic utility to warrant their complete modernization.

3. An estimate of new construction required and time schedule, to include the immediate construction of a building designed to serve the needs of various services during the reconstruction period, so that the work of reconstruction may proceed on the basis of repairing entire structures rather than attempting reconstruction while premises are still in use.

4. A consideration of temporary measures to meet hospitalization needs for indigent persons while reconstruction goes on, by use of other city facilities and payments to other hospitals.

5. A re-examination of utility proposals of the Boston Edison Company.

6. The establishment of a team composed of the Director of the Hospital Department, the Director of Administrative Services, and the Building Commissioner, who could, within a reasonable time, present a program of this character for your consideration and for the consideration of the Trustees.

7. The appointment of a Business Manager for the maintenance of the physical structure and for all nonmedical services.

8. A clarification of powers and duties of all personnel and the provision of Procedural Manuals appropriate to the various functions within the institution.

Many of the above recommendations have been given serious thought and study during the past year, with a Procedural Manual in the making and the selection of a Business Manager being given careful consideration at the present time. It is believed that when and if these two recommendations are consummated this year, the other recommendations will follow along in a businesslike manner, operations at the Hospital Department from an accounting and administrative standpoint will be vastly improved, and the public should receive a maximum service at a minimum cost.

Establishment of an Industrial Development Committee. With a view to advertising the many advantages which Boston has to offer, both industrially and historically, and to attract more business, tourist, and convention trade, a Public Relations Plans Board was tentatively established in 1955, with Paul A. Newsome, President of the Newsome Company, Inc., of Boston, acting as Chairman, and serving with him on said Board were public relations men from New Orleans, Chicago, Los Angeles, Cleveland, and New York, to which reference is made in our 1955 Annual Report.

During the year 1956 this Board met in your office, together with the Chairman of this Board, and it was agreed to change the name of the original Board to the Industrial Development Committee, with the thought in mind that, if new industries were given an incentive to settle here, the optimum objectives of the committee

would be gained through proper advertising and publicity. The Administrative Services Board has had under consideration for some time the various proposals and recommendations set forth by the Industrial Development Committee, and one proposal, which appeared to meet with approval of the entire Board, concerned the issuance of a rotogravure presentation to be compiled and distributed throughout the country by one of our leading Boston newspapers. The proposed picture presentation would contain views of the large industrial establishments located in Boston, our rail and port facilities, our bathing beaches, new roadways, new real estate developments, etc. In other words, it would be a panoramic presentation of the Boston of the future. It was the consensus of the Board that this project should be delayed until many of the developments now in process of construction have been completed, or are near completion. We could then show a more accurate picture of just what has taken place over the past few years to modernize Boston and make it more attractive to the tourist, the businessman, and the convention trade. Once this presentation can be satisfactorily compiled and distributed throughout the country, we believe it will be a major step in revitalizing interest and concern in what our city has to offer in the way of commerce, industry, good health, and recreation.

County Employees Salary Adjustments. A survey was conducted in the latter part of 1955 by Charles M. Evans & Associates, Management Engineers, to rectify some of the inequities in compensation for county employees. As a result of this survey, various studies were conducted by the Board and more especially by the Supervisor of Personnel, Mr. Foley. After several meetings with county officials, the Supervisor of Personnel made his recommendations to you and the City Council (County Commissioners for the County of Suffolk), and recommended salary adjustments were adopted after public hearings were held in the City Council Chambers.

Equalization Survey. The Chairman of this Board was appointed by you to initiate and supervise a study of assessing procedures and practices, which has been long overdue. The services of Cuthbert E. Reeves, M.I.A., C.E., of Buffalo, New York, were secured to act as a consultant in setting up plans for the furtherance of the program. Mr. Reeves, who is nationally recognized as an expert in this particular field, has devoted the greater part of his time since the inauguration of the program on October 10, 1956, to the training of city assessors in modern techniques for the purpose of adhering to more orderly and uniform assessing procedures. A Procedural Manual, separate and distinct from the Procedural Manual being compiled for the general operations of the Assessing Department, is in its final drafting stages and will be a guide to present and future assessors in evaluating land and property on a more equitable basis than has been the custom for a great many years. The basic elements of this survey can be summarized as follows:

1. The providing of land value maps indicating front foot unit values for every block in the city, as well as tax, zoning, and transportation maps.
2. The classification of buildings as to use and construction features, including measured and square foot area of cubic contents computed. Sound values will then be arrived at through computations of replacement cost.
3. The establishment of a uniform property record card that clearly defines all the land features and computations, all the building characteristics, as well as rental and mortgage information.

It is the Board's contention that this program will be our first step to establish and rationalize our entire assessment program, with a view to establishing a sound tax base upon which we can build for the future. As the program is only in its infancy, we cannot report definite results at the present time but, nevertheless, we are confident that the continuance of this program will do much to give us a clearer, more accurate, and truer picture of land and building valuations throughout the entire city.

Atlases. During the latter part of 1955 and the early part of 1956, several meetings were held regarding a proposal to secure up-to-date atlases or serviceable maps to be used by various departments throughout the city. Unfortunately, due to the lack of necessary funds and the failure of the Bromley Company of New York to submit a definite proposal, the project has been held in abeyance. However, the Board has requested that legislative authority be secured this year to borrow the necessary funds to cover the cost of the project, which, we anticipate, will be in the vicinity of \$500,000 and which will take from three to five years to complete. Atlases now in use throughout the city were last issued many years ago and, through constant use, with corrections and deletions covering practically every page, they have more than served their usefulness.

It is hoped that this project can be initiated during 1957, so that some type of coordination with the Equalization Survey work might be accomplished through the exchange of ideas and recommendations, which should result in accurate maps that can serve all purposes. Our present plan is to initiate work on the West Roxbury and Hyde Park districts, where the greater physical changes have taken place during the past twenty years. After this portion of the atlas has been completed, it is believed that other major changes, now being effected throughout the City Proper, Charlestown, and Dorchester districts especially, will have sufficiently progressed to make accurate and up-to-date map surveys of all sections of the city.

Addressograph Operations. Because of the lack of experienced operators and the insistence of union officials that this equipment be operated by members of the Printers Union, progress in the maximum use of this equipment had been stymied during the first part of the year. During the late summer and towards the end of the year, a complete study of the situation was undertaken by the Purchasing Agent and the Chairman of the Board, both of whom came to the conclusion

that unless favorable production was forthcoming, serious consideration would be given to the transfer of this equipment to another city department, preferably to the Assessing or the Collector-Treasurer's office, where billing functions are a major operation and where the feasibility of employing female operators at less cost to the city would be explored. All factors taken into consideration, we believe that we have made some progress in the utilization of this equipment. We have been successful to some extent in printing Police and Voting Lists with this equipment and are hopeful that this will become a regular operation, with added experience and closer cooperation contributing to greater production. The main thought in mind, when securing this equipment, was the huge savings that could be realized in printing Police and Voting Lists, and we contend that these savings can still be realized as soon as efficiency and experience in operations supplant inexperience and inefficiency, as was the case in the early part of 1956. It is believed that additional uses can also be made of this equipment, such as the addressing of real estate, poll tax, and excise tax bills, upon which studies are progressing satisfactorily at the present time.

Modernization of Personnel Records System. A complete review and study of personnel records in the Personnel Division of the Administrative Services Department was initiated the latter part of 1956, with the result that the Board recommended the installation of a modern filing system and the utilization of tabulating machine equipment for the compilation of statistical data, with reference to the number of employees in certain categories, salary ranges within departments and categories, etc. It has been the policy in the past for the Personnel Division to contact various city departments to secure historical data pertaining to individuals or groups of individuals, and it was agreed that this procedure was outmoded and obsolete and should be replaced with an up-to-date historical record of each employee in the city service, to be compiled

and retained in the Personnel Division. This work is progressing gradually, and it is the Board's opinion that, before the end of this year, the city will have one of the most complete and concise Personnel Records Systems to be found anywhere.

Printing Section Studies. Some of the most important studies made this year concerned Printing Plant operations, and we feel your attention should be directed to the over-all picture of the Printing Plant as we see it at the present time. As you know, we have been greatly disturbed over conditions that have existed over a considerable period of time, which, in our opinion, were due largely to the lack of proper management and supervision. During the year several visits were made to the plant by various members of the Board, especially the Chairman and the Purchasing Agent, and it was agreed that drastic steps would have to be taken unless production was increased, time lost through absenteeism eliminated, and costs for printing placed on a par, as nearly as possible, with costs for similar work by private firms. In this direction, the Administrative Section of the plant was reorganized during the latter part of 1956, a new system of accounting is being installed to modernize methods of applying costs of labor and materials to specific jobs, and addressograph operations have been moved to a more central location, thereby minimizing interference with regular Printing Plant routine.

The printing in the *City Record* of School Committee hearings and Council minutes was found by the Chairman to be a duplication of work already performed for both the School Committee and the City Council. Rather than set up new plates for the *City Record* publication, it was agreed that the original copies of these documents in smaller type and size could be bound within the regular copy of the *City Record*, thereby saving costs of reproduction which, in the course of a year, amount to a considerable sum. The new system is now in effect, as you will note from the recent issues of the *City Record*. We have covered the

provisions of the law and have realized savings which, during the year 1957, will indicate that our action was not only timely but profitable as well.

Another Printing Plant item which received our attention after observation by the Chairman concerned the printing of contract specifications in the *City Record*, where individual itemized bids were listed on several pages and which, it was agreed, were of little interest except to those engaged in the selling of some particular product. Considerable expense was involved in this operation, and it was the consensus that, under the City Charter, we are only obliged to print names of bidders and amounts of bids rather than individual itemized bids, as has been the custom over a long period of time. This practice has been put into effect, with further savings in printing costs being realized, and those interested in securing itemized details regarding bids of any character can do so by visiting the office of the Purchasing Agent.

Definite progress is being made in improving the efficiency of the Printing Plant and, if all goes well during the current year and we receive the cooperation we anticipate, we are confident that our operations will be more businesslike, production will be increased, and printing costs for city departments will be more realistic. On the other hand, however, if our goals are not reached because of any factors to which we made reference, we will be obliged to give serious consideration to a recommendation for the closing of the plant and the placing of our printing requirements with outside firms on a competitive bid basis. We hope this will not be necessary, as we have the facilities, the manpower, and the equipment to do a good job.

Organization and Methods Section. In connection with the establishment of this Section, previously recommended by Mr. Charles J. Fox, we have been delayed in our plans because of a lack of sufficient space within the Administrative Division to adequately perform the duties for which this Section will be responsible.

At the present time, the Secretary of the Board, under the supervision of the Chairman, has been obliged to carry on part of the activities which will be delegated to this Section with the assistance of only two analysts and one stenographer. One analyst has been assigned to the Equalization Survey Committee on a full-time basis, and the chances of his devoting any time to this Division during the current year are very remote. Officially, the Section has not been established, but, nevertheless, the Administrative Division has been performing some of the duties of the Section as originally planned. Until sufficient space is available and until we acquire the services of additional experienced men to warrant the establishment of this Section, the Administrative Division will continue to perform such services as would be delegated to the Organization and Methods Section until it is finally established. Requests for surveys and studies of every character have been directed to the attention of the Administrative Division during the year 1956, and, with a limited personnel staff, we have been successful in complying with the greater part of the requests received. However, there is so much more to be done that the establishment of an Organization and Methods Unit is an absolute necessity and we are hopeful that it will become a reality at the earliest possible date. With the advent of a new City Hall in the offing, it will be imperative to make definite plans and studies with reference to space requirements of all city departments, the physical locations of departments, records management studies, and many other factors of similar character will have to be taken into consideration before architectural and building plans can be accurately developed. Much time and effort by individuals experienced in this phase of planning is another reason why a unit of this character is vital to the proper functioning and control of municipal activities. We are hopeful that, during the year 1957, sufficient space and necessary personnel can be acquired to set this unit up within the

Administrative Division, so that, in the future, consultants' services or the services of experts on a contractual basis will be limited to highly technical studies.

Conference on Municipal Administration. This was our first attempt to give the key employees of the city an opportunity to express their ideas and suggestions on various subjects of an administrative nature, and, in accordance with plans formulated by the Chairman of the Administrative Division, our first Conference on Municipal Administration was held at the Lecture Hall of the Boston Public Library on November 14 and 15. Six panels were set up, with moderators being secured from outside sources, including private industry and the state government. The conference, as you are aware, was most successful, and, in view of the fact that we are compiling a booklet at the present time on the conference proceedings to be distributed to all those in attendance, we will not go into detail in this report. We feel, however, with your approval, that conferences of a similar character should be held at least once each year, as we are certain much will be gained and nothing lost in the exchanging and formulating of ideas to improve municipal procedures and management. The interest and enthusiasm demonstrated at the November conference have given us the incentive to conduct another conference this year on a larger scale and with greater employee participation.

Central Mailing Unit. In August of 1955, under the direction of the former Chairman, Charles J. Fox, a Central Mailing Unit was established in the Collecting Division of the Treasury Department on the first floor in the Annex. At that time and on a few occasions since its establishment, a few minor objections or complaints were submitted and the justifiable ones were adjudicated immediately. We are happy to report that a comparison of postage costs between the year 1954, the last full year we were operating under the old system, and the year 1956, the first full year we were operating under the new system, indicated a saving of \$7,500 in postage

costs. A saving of \$7,500 annually might not appear to be a monumental achievement, but if we can realize similar savings in other phases of municipal activities, which is our aim and purpose, the establishment of other central agencies, such as a Central Storage Warehouse, a Central Licensing Bureau, and a Central Records Management Agency, will most certainly be given our attention, consideration, and sanction at the earliest date possible. However, as stated previously, if the prospects of a new City Hall become a reality, we will be obliged to approach these studies on an entirely different basis than would obtain under present conditions.

Procedural Manuals. During the summer of 1956 a meeting was held at the Council Chambers, attended by the key employees of each city department, to familiarize those present with the plans formulated for the compilation of procedural manuals for each department of the city government, with a sample copy of the Administrative Services Manual being distributed for the purpose of following a format as produced by the Administrative Division of the Department. The original idea for a publication of a manual of this character was initiated by the former Chairman of the Board, Mr. Charles J. Fox, and his action was highly endorsed by the present Chairman and the other members of the Board. Finished manuals are coming in gradually from the various departments, and it is hoped that all manuals will be completed and turned over to the Administrative Division on or before March 1 of this year. The tremendous job of editing, revising, and checking the contents of each manual will be undertaken as soon after the first of March as possible, and it is hoped that by the end of the current year we will have a finished procedural manual covering all city departments—excepting Police and School Departments—that will benefit not only the department head and city employee in the saving of time and effort in their everyday activities but will be a pattern for other

large municipalities to follow in setting up definite procedures and chains of command for the proper functioning of operations.

Miscellaneous. As a result of a survey conducted by the Administrative Division, at the request of the Hospital Department, regarding receiving notices and store requisition forms being utilized throughout city departments, a new procedure was established whereby two new forms were substituted for the one formerly used, resulting in saving of over \$3,100 in printing costs. With annual requirements of some 40,000 sets of these forms, it was found more practical to use autographed registers manufactured by the UARCO Business Forms Organization and, even after the purchase of these machines, forms, and carbon rolls, a saving as previously mentioned was realized.

During 1934 a law was enacted giving the Water Division of the Public Works Department authority to file liens in the Registry of Deeds on all water taxes not paid in the previous year. This resulted in the Assessing Department being burdened with four or five processes or operations during the course of a year, many of which duplicated work being performed by the Water Division. At the suggestion of Mr. Chapman, the Assessor of Taxes, the Board recommended that the Law Department explore the possibility of amending this law so that the lien proviso would be eliminated, thereby leaving the entire collection and recording responsibilities in the hands of the Water Division. We are hopeful that this amendment can be enacted in order that a duplication of effort can be eliminated because of existing statutes.

A new Records Study for the Boston Licensing Board was initiated and completed the latter part of the year, and the results of our findings were submitted to said Board for consideration and approval. Up to the present time we have not heard any definite comment as to the recommendation submitted, but it is our firm belief that the new Records System, when studied by

the Licensing Board, will offer many advantages over the outmoded system that has been in use since the establishment of the Board.

Several discussions were held during the year on the wage schedules for state employees in comparison with those of the city, with salaries of those in the lower grade categories being given special consideration. The city has been losing the services of experienced and competent employees in the lower wage brackets because of the differential between state and city salary rates. The Board believes that something should be done this year to remedy the situation, as the acquisition of inexperienced help to take over the duties of experienced personnel who have seen fit to transfer to the state service will eventually prove to be a more costly proposition than to give serious and favorable consideration to the adjustment of salaries in certain categories to insure the retention of experienced personnel.

With a view to curtailing expenses wherever possible, several recommendations were made by the Board for consideration by the Supervisor of Budgets in the compilation of 1957 budget requirements, among them being:

1. A more thorough screening of purchase requisitions to ascertain the minimum needs of a department for a limited period of time, rather than overbuying certain products that might not be used in their entirety for several years.

2. A more realistic approach to the hiring of temporary help — whether they are necessary and, if so, why.

3. The abolition of overtime, whenever possible, and the payment of same only when absolutely necessary.

It is believed that when the Procedural Manuals have been compiled for all city departments they will be most helpful in bringing about a mutual understanding among city employees of general operations within a department, thereby minimizing the necessity of hiring temporary help in many instances and abolishing over-

time payments except in particular cases where this expenditure is an absolute requirement for the non-interruption of city business or services.

Various types of binding operations were studied or considered during the course of the year, and at the present time the Purchasing Agent has under consideration the installation of the "McBee Binding System," which is presently used by the state government with great success and at a minimum cost. Reference is made to this subject in our 1955 Annual Report, but at that time we were more or less exploring the situation to ascertain whether or not it would be feasible or possible to install a unit of this character. We have found that many savings can be realized through the establishment of our own Binding Unit, and we are hopeful that operations will be initiated at an early date.

ADMINISTRATIVE DIVISION

The operations of this Division have been expanding into various fields of municipal administration since its inception the latter part of 1954. Studies, surveys, and all administrative reports are initiated by this Division, after action and recommendation by the Board, with meetings of various character being arranged and conducted by the personnel. The first Conference on Municipal Administration was coordinated, planned, and organized by this Division. The task of editing and examining finished copies of Procedural Manuals will be one of our most important operations during the year 1957, in addition to organizing and planning the second Conference on Municipal Administration. This Division, under the general supervision of the Director, has accomplished much with a limited personnel but we are hopeful that, during the current year, we will be successful in acquiring the services of assistants who will be qualified to handle administrative matters in an intelligent and business-like manner, as has been our custom during the last two and one half years.

BUDGET DIVISION

Under date of May 29, 1956, an ordinance was adopted by the City Council and approved by you, creating the position of Supervisor of Budgets, thereby taking this responsibility from the shoulders of the Director, who, prior to this time, was obliged to supervise and direct budgetary functions in addition to his many other duties. The creation of this new position the latter part of May has resulted in a more centralized unit, with all budget requirements, appropriations, and expenditures being given a more thorough screening and examination than was possible prior to this time. Since the inauguration of performance budgeting in 1955, many improvements have been made in this particular field, and it is hoped that the perfection we expect to attain will become a reality within the next two or three years. As we informed you previously, there are many phases to program or performance budgeting that require extensive study and consideration before they should be put into effect, and it is our purpose to plan carefully as each new step is undertaken. Statistical information in the most concise and comprehensible form is one of the main features of this more or less new system and, when we have reached the acme of perfection, it will be possible to submit cost comparisons of any city service with that of any other city in the matter of a few minutes, whereas in the past it required many hours of employees' time and effort to compile figures and facts required.

Several budgetary surveys were made during the year by the analysts concerning unit costs of various production programs, in addition to the assembling and composition of the 1957 annual budget requirements which we submitted to you the latter part of the year. Stricter supervision of expenditures to eliminate deficits in many items which appear generally toward the end of every year will be one of our aims this year, and department heads will be obliged to become more

performance-budget minded than they have been during the past two years if they intend to live within the limits of their appropriations.

PERSONNEL DIVISION

As stated earlier in this report, this Division has seen a change in supervision through the retirement of the previous Supervisor and your appointment of a new Supervisor the latter part of May. Under your new appointee many recommendations for improvement in personnel administration have been given favorable consideration, including a more modernistic recording of personnel history, a revising of the City Compensation and Classification Plan to comply with amendments made since the plan was established, a continual reviewing of pay schedules in private industry and in other municipalities for various classifications, and the expanding of office facilities for the interviewing of, and receiving visits from, employees and prospective employees.

Regarding our reference to a more modernistic recording of personnel history, preparations are now being made for the establishment of a punch-card system by Remington Rand for the purpose of providing a more efficient method of ascertaining statistical information. It is anticipated that this operation will be completed during the early part of 1957.

In order to provide an up-to-date booklet which will include the amendments to the rules and many title and grade changes in the Compensation and Classification Plan of city employees, a reprint of Document 56 is contemplated and should be ready for distribution on or about June 1.

With a view to eliminating or decreasing the requirements for temporary help during the vacation and sick leave periods within departments, much emphasis is being placed on the importance of in-training for employees, in order that one employee might take over another's duties during a brief or extended leave of

absence. We believe that this will be a slow process, but eventually we are hopeful that sufficient training will be initiated to hold costs for temporary help to a minimum. This will require educating the employee to the fact that the higher the cost for temporary hiring, the less the chances will be for his or her receiving favorable consideration for pay increases when requested. The routine duties of this Division are well known insofar as the large volume of paper work is concerned. However, many personnel studies of every character are undertaken during the course of a year, which do not require itemization here because of reference to the same in the Board reports as set forth previously.

COMPLAINTS DIVISION

This Division has not only proven its worth since its establishment the latter part of 1954, but it has stimulated an interest in municipal activities and efficiency never before experienced in our long history. In the processing of some 12,000 complaints and requests for service received during the year, our aim has been to substitute action for written or verbal promises, which had been the custom prior to the establishment of this unit.

Every large city is faced with the problem of adjudicating everyday complaints, such as the plowing and sanding of streets after snowstorms, the cleaning of catch basins, the repairing of defective sidewalks and holes in the streets, the violating of fire and health laws, etc., but we believe the system inaugurated in this important unit of government has resulted in the rendering of maximum service at minimum cost. For a great many years department heads and key employees wasted much valuable time through lengthy telephone conversations and extensive correspondence in the process of adjudicating minor and major complaints received. This practice has been eliminated to a large degree by the efficiency and follow-up techniques now

utilized in expediting complaints of every character. The public has been most cooperative in registering their complaints with us and we have endeavored, to the best of our ability, to remedy any situation or condition in the shortest period of time and to the satisfaction of the complainant or complainants. Naturally, some complaints require longer periods of time to correct certain conditions, such as the removal of dead trees during the spring and summer months, the spraying of diseased trees, and many others with which you are, no doubt, familiar. However, we have been successful in securing definite action on such cases in a shorter period of time than would have been the case had this unit not been functioning. We are experiencing new problems every day in the matter of so-called gripes, but, thanks to the cooperation of department heads and the general public, they do not appear as serious or as difficult of solution as they did when the unit was originally established. We believe we are rendering a necessary and vital service to the general public and hope that our increasing knowledge of municipal activities, and our efforts to satisfy justifiable complaints, will result in a clearer understanding between the general public and the city official of the everyday problems of municipal administration.

PURCHASING DIVISION

Since the reorganization in 1954, this Division has been increasing its activities and rendering services to city departments in a manner comparable with that of any large purchasing agency within the Commonwealth. We have strived to improve our purchasing techniques with the thought in mind at all times to secure the best product at the least cost and with the elimination of red tape in the processing of same in every instance where it has been found that the city would derive benefit without sacrificing quality.

The Office Supplies and Surplus Property Units have been functioning most satisfactorily since their

inception, and the number and type of articles being handled through these agencies have multiplied during the past three years. It is proposed to expand the operations of both units as time goes on, and the experience gained in present and previous operations should result in a more systematic method of requisitioning office supplies at lower costs and speedier delivery and a more central control over surplus property which, prior to the establishment of this Unit, was either discarded or remained in offices for many months or years without being used to advantage.

This was the first full year the Office Machine Repair Unit has been functioning, and we are pleased to submit the results of this operation. When the unit was originally suggested by the former Chairman, Mr. Fox, it was the opinion of certain individuals within the city government that the repairing of machines by city employees would result in a slow-down of service, a less thorough inspection of machines, and a substantial increase in the cost of servicing, as compared with that offered by outside firms. However, such was not the case, and the departments being serviced at the present time are thoroughly satisfied with service rendered. With a total of 960 typewriters being serviced during 1956, which includes cleaning, oiling, and adjusting at regular intervals during the year, minor repair calls being made on 740 machines, and major repairs being required on 79, in addition to 30 minor repair jobs on adding machines, the total cost of operations, including salaries of the two repair men, amounted to \$9,600. The foregoing work, if performed by outside agencies, would have cost the city in the vicinity of \$17,800, not including the cost of processing contracts and the paper work involved in making payments. A net saving of \$8,200, during our first year of operations in this new field of endeavor, is most encouraging. If, after the second year of operations, we can realize a similar saving — and we cannot see at the present time why we cannot equal or improve it — we will then recommend

that the service be expanded to cover other departments not being serviced because of their remoteness from City Hall, such as the Library, Police, Fire, Hospital, and Traffic Departments, in addition to the district offices of various departments and the District Courts.

PRINTING SECTION

As the opening section of this report, covering Board activities, contains a general discussion of printing operations and plans for the future, it would only be a duplication of effort to repeat what has already been written in connection with the operations of this Section.

ART COMMISSION

Although the Art Commission is not subject to the supervision or control of this Board, however, under the provisions of the existing ordinances, its annual report is incorporated herewith for your approval. The members of the Art Commission include the following:

NELSON W. ALDRICH, *Chairman*, 38 Newbury Street, Boston.
Nominated by the Massachusetts Institute of Technology.
Term expires May, 1959.

HOWARD T. CLINCH, 177 State Street, Boston.
Nominated by the Boston Society of Architects, 1950.
Term expires April 30, 1960.

MARGARET FITZHUGH BROWNE, 30 Ipswich Street, Boston.
Nominated by the Copley Society of Boston, 1952.
Term expires April 30, 1957.

WILLIAM EMERSON, 107 Massachusetts Avenue, Boston.
Nominated by the Museum of Fine Arts, 1943.
Term expires April 30, 1958.

DANIEL SARGENT, *Secretary*, 102 Eliot Street, South Natick.
Nominated by the Boston Public Library, 1946.
Term expires April 20, 1961.

DAVID McKIBBIN of 10½ Beacon Street, Boston, is employed as a clerk on a part-time basis.

As you are aware, this Commission has custody and care of all works of art owned by the city. No work of art can be accepted by the city or erected or placed in any public way without the approval of this Commission. In addition, it is also responsible for the upkeep of monuments in public squares and the care of existing paintings owned by the city.

The city is fortunate in securing the services, without cost to the city, of such outstanding individuals who have the interests of the city at heart in the matter of works of art. Boston has always enjoyed a high standing among other large cities of the country and the world in its appreciation of statuary and fine arts, and it is consoling to know that personages of high caliber in this particular field have been selected over the years to take charge of this important phase of governmental operations.

The condition of the Shaw Monument by Saint-Gaudens, on the Common, opposite the State House, has been the cause of some uneasiness for the past several years. The engineering firm of Gilbert Small & Co. was engaged to make a study of the condition of the stonework surrounding the bronze, and, as a result of these recommendations, it has been decided that the Commission must take steps to arrest deterioration and restore the monument, a very expensive operation, for which funds will have to be found outside the limits of this Commission.

The Commission met on several occasions during the year to discuss ways and means of securing the necessary funds to complete this project and intends to make its recommendations to you sometime during the present year.

Miss Margaret FitzHugh Browne has served during 1956 as Art Commission member of the Board of Censors of Plays, and her successor, Thomas Temple Pond, has been appointed to serve during the year 1957.

SUMMARY

During the past three years of operations, we have made real progress in the ultimate streamlining of our city government. We have been alert to the many problems that confronted us, many of which, of necessity, require long-range planning before we can show definite results. However, our activities during the year 1956 indicate several steps forward in the right direction in our desire to decrease costs in administration, wherever possible and feasible, and without eliminating essential services. In accordance with your desire to establish a more realistic tax base upon which to build for the future, the Equalization Survey inaugurated in the Assessing Department and the speeding up of the Urban Renewal Program are two factors which should contribute substantially to the realization of your aims. The coordinating of each of these activities has been the task of our Chairman, and, although it took several months to get the ball rolling, we are now in the process of securing definite and concrete results, and, by the end of 1957, we are hopeful that we can give you a more progressive report than is possible at the present time.

Because of the many advances being made each day in the field of municipal administration, it has been our aim and purpose to keep informed and up to date on all new phases of operations being studied and initiated by other large municipalities throughout the country. Our first Conference on Municipal Administration, held in November, with leaders in private industry contributing their talents and experience to its success, gave us a further insight into the methods and procedures now being followed in private industry to improve efficiency in operations. Many can and will be applied to our operations, wherever feasible. Future conferences will include leaders versed in the banking, insurance, real estate, and manufacturing fields, in

addition to our own key employees and individuals from other governmental agencies, who are engaged in managerial capacities.

We have not lost sight of the fact that many problems will confront us during the coming year but, in the event we receive the cooperation of the General Court, the City Council, and the taxpayers of Boston generally in the solving of some of these major issues, we can look forward to the creation of a "New Boston" with a "New Look" and a bright future.

Respectfully submitted,

JOHN A. BREEN, *Chairman*,
JOHN J. CHAPMAN,
DUNCAN T. FOLEY,
JAMES E. GILDEA,
JOSEPH P. LALLY,
JOHN V. MORAN,
JOHN G. PICKETT.

LAWRENCE W. COSTELLO,
Administrative Secretary.

